

Message Text

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ORIGIN AID-20

INFO OCT-01 AF-10 EUR-25 EA-11 IO-14 ISO-00 L-03 ABF-01

OMB-01 TRSE-00 EB-11 CIAE-00 DODE-00 INR-10 NSAE-00

PA-04 RSC-01 USIA-15 PRS-01 SPC-03 H-03 SS-20 NSC-10

HEW-08 AGR-20 ARA-16 NEA-10 INT-08 COME-00 PC-15 /241 R

DRAFTED BY AFR/CWR/SDE:HFARNHAM

APPROVED BY AA/AFR:DSBROWN

AFR/CWR:FJSPENCER(DRAFT)

AFR/CWR:OCYLKE(DRAFT)

PPC/IA:GEVANS(INFO)

DC/FFP:KSBITTERMANN

AF/W:CDARIS(DRAFT)

IO/AGR:ROLSON(DRAFT)

AFR/CWR:HJOHNSON(DRAFT)

A/AID:BLANGMAID(INFO)

EA/PRCM:TBROOKS(INFO)

EUR/SOV:JLCOLBERT(INFO)

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P 052314Z DEC 73

FM SECSTATE WASHDC

TO AMEMBASSY OTTAWA PRIORITY

AMEMBASSY LONDON

AMEMBASSY PARIS

AMEMBASSY BRUSSELS

AMEMBASSY BONN

AMEMBASSY ROME

USMISSION USUN NEW YORK

USMISSION GENEVA

USMISSION EC BRUSSELS PRIORITY

INFO AMEMBASSY ADDIS ABABA PRIORITY

AMEMBASSY WELLINGTON

AMEMBASSY MONROVIA

AMEMBASSY OUAGADOUGOU

AMEMBASSY ACCRA

AMEMBASSY NIAMEY

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AMEMBASSY NOUAKCHOTT

AMEMBASSY DAKAR

AMCONSUL HONG KONG

AMEMBASSY BANJUL

AMEMBASSY BAMAKO
AMEMBASSY NDJAMENA
AMEMBASSY YAOUNDE
AMEMBASSY LAGOS
AMEMBASSY COTONOU
AMEMBASSY ABIDJAN
USLO PEKING
AMEMBASSY MOSCOW
AMEMBASSY TOKYO

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AFDROUGHT

WELLINGTON FOR M.J. WILLIAMS, ADDIS ABABA FOR S.C. ADAMS,
LONDON FOR BAAS, PARIS FOR HELMAN, USEC BRUSSELS FOR
MARTIN, ROME FOR FODAG

E.O. 11652: N/A

SUBJECT: NEW ALLOCATION OF U.S. GRAIN FOR THE SAHEL;
OTHER DONOR ACTIONS

REF: USUN NEW YORK 5190 (NOTAL)

1. SUMMARY. THIS CABLE ANNOUNCES A NEW USG ALLOCATION OF 150,000 MT OF SORGHUM TO MEET FOOD NEEDS OF THE SAHEL IN THE YEAR AHEAD. EMBASSIES IN OTHER DONOR NATIONS ARE REQUESTED TO INFORM THEIR COUNTRIES OF THE NEW USG ALLOCATION, IN RESPONSE TO SECRETARY-GENERAL WALDHEIM'S AND FAO DIRECTOR-GENERAL BOERMA'S APPEALS, AND TO MAKE THE OTHER DONOR NATIONS AWARE OF OUR CONCERN THAT ACTION MUST BE TAKEN NOW IN ORDER TO MEET THE FOOD SHORTAGE CRISIS EXPECTED IN THE SAHEL NEXT SUMMER. THE CRISIS WILL OCCUR UNLESS DONOR NATIONS MANAGE TO MOVE SUFFICIENT QUANTITIES OF GRAIN INTO THE SAHEL IN ADVANCE OF THE RAINY SEASON. ADDRESSEE POSTS ARE REQUESTED TO INFORM AID/W OF THE PLANS OF OTHER DONORS. END SUMMARY.

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2. AID/W HAS NOW RECEIVED SUMMARY REPORT AND INDIVIDUAL COUNTRY REPORTS OF THE FAO MULTI-DONOR MISSION TO ASSESS THE FOOD AID NECESSARY IN 1973-74 FOR THE SIX DROUGHT-STRIKEN SAHELIAN COUNTRIES. WE ARE SENDING COPIES OF THE

SUMMARY REPORT AND RELEVANT COUNTRY REPORTS TO ADDRESSEE

POSTS AND TO THE SAHEL EMBASSIES IN WASHINGTON. POSTS IN THE SAHEL WILL RECEIVE COPIES OF THE SUMMARY AND COUNTRY REPORTS IN BOTH FRENCH AND ENGLISH.

3. THE IDEA OF AN FAO SPONSORED MULTI-DONOR MISSION GREW OUT OF DISCUSSIONS HELD BETWEEN FAO DIRECTOR-GENERAL

BOERMA AND PRESIDENTIAL RELIEF COORDINATOR WILLIAMS, IN ROME, LAST JULY. THE FAO SPONSORED THE MISSION WITH REPRESENTATIVES OF THE PERMANENT INTER-STATE COMMITTEE FOR DROUGHT CONTROL (CILSS), THE WORLD BANK, CANADA, THE WFP, FAO, FRANCE, THE EUROPEAN COMMUNITY, AND THE UNITED STATES COMPRISING THE EXPERTS. THEY WERE JOINED BY HOST COUNTRY OFFICIALS AND EXPERTS DURING THEIR VISITS TO EACH OF THE AFRICAN COUNTRIES, AND MADE USE OF AGRICULTURAL STATISTICS SUPPLIED BY THE SAHEL COUNTRIES IN DEVELOPING THEIR REPORTS.

4. THE UNITED STATES' REPRESENTATIVES WERE ANDREW MAIR, COORDINATOR OF THE FOOD FOR PEACE PROGRAM IN AID; DR. FRANCIS LE BEAU, AGRICULTURE ECONOMIST AND FORMER CHIEF OF AGRICULTURE FOR THE AFRICA BUREAU OF AID; AND DR. RAINER ARNHOLD, A PEDIATRICIAN/NUTRITIONIST WITH AFRICAN EXPERIENCE.

5. THE MULTI-DONOR MISSION ASSEMBLED IN ROME FOR BRIEFINGS, AND THEN DEPARTED FOR AFRICA. AFTER VISITING UPPER VOLTA AND NIGER THEY SPLIT INTO TEAMS TO VISIT THE REMAINING FOUR COUNTRIES, REASSEMBLING IN ROME TO DRAFT AND APPROVE THE FINAL SUMMARY REPORT AND COUNTRY REPORTS. THE AMERICAN REPRESENTATIVES PLAYED A MAJOR ROLE THROUGHOUT, ESPECIALLY IN TERMS OF ASSESSING THE NEED FOR HIGH-PROTEIN FOOD SUPPLEMENTS AND IN PREPARATION OF THE WRITTEN REPORTS.

6. THE FINAL SUMMARY REPORT WAS PRESENTED TO THE
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SEVENTEENTH SESSION OF THE FAO IN ROME IN NOVEMBER. COPIES OF THE REPORTS BECAME AVAILABLE IN AID/W SOON THEREAFTER.

7. A THOROUGH EXAMINATION HAS NOW BEEN MADE OF THE SUMMARY REPORT, AND EACH OF THE COUNTRY REPORTS, IN AN EFFORT TO DETERMINE HOW MUCH NEW FOOD WILL BE NEEDED IN THE AREA PRIOR TO THE NEXT HARVEST, AND TO ESTABLISH A BASE FOR FIGURING NEW U.S. GOVERNMENT GRAIN DONATIONS TO MEET THE PRE-1974 HARVEST NEED.

8. WE BELIEVE THE FAO SUMMARY AND COUNTRY REPORTS ARE A VERY THOUGHTFUL AND WELL PUT TOGETHER SET OF DOCUMENTS, NEITHER INFLATED NOR PESSIMISTIC IN THEIR PROJECTION OF FOOD NEEDS IN THE YEAR AHEAD. WE ARE IMPRESSED BY THE SCHOLARLY APPROACH TO DETERMINING GROSS FOOD NEEDS WHEN NO SUCH FIGURES ARE GENERALLY AVAILABLE (IN MOST CASES DONE ON A NUTRITIONAL BASIS, SO MANY GRAMS PER DAY OF CEREALS TO MEET QUOTE X UNQUOTE PERCENTAGE OF DAILY CALORIC NEEDS). IN ADDITION, MUCH ATTENTION HAS BEEN PAID TO THE PROBLEMS OF MOVING THE GRAIN INTO POSITION PRIOR TO THE RAINY SEASON, TO THE NEED FOR STORAGE FACILITIES IN EACH COUNTRY, AND THE OVERALL QUESTION OF LOGISTICS IN THE REGION.

9. AS A RESULT OF OUR ANALYSIS, WE ARE PREPARED TO ACCEPT THE ESTIMATE GIVEN IN TABLE II OF THE SUMMARY REPORT (QUOTE ADDITIONAL FOOD AID TO BE GRANTED, TAKING ACCOUNT OF CURRENT COMMITMENTS AND IMPORTS UNQUOTE - THAT IS TO SAY, NET NEW FOOD AID REQUIREMENTS FOR THE PERIOD OCTOBER 1, 1973 TO SEPTEMBER 30, 1974, AFTER DEDUCTING PIPELINE AND COMMITMENTS). THIS SUMMARY TABLE DEALS WITH FOOD GRAIN AND MILK/FATS/CSM/FISHMEAL REQUIREMENTS AND DOES NOT REPEAT NOT INCLUDE AMOUNTS FOR BUFFER STOCKS OR SEEDS. THE FAO HAS DIVIDED THE TABLE INTO THE FOLLOWING CATEGORIES:

GRAIN

(A) DONATIONS

MINIMUM	360,900 MT
MAXIMUM	516,700 MT

(B) IMPORTS ON SPECIAL

CONDITIONS	44,000 MT
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SUPPLEMENTARY FOODS

(FNDM/FATS/CSM, ETC.) 65,000 MT

THE TOTALS OF THE ABOVE FIGURES ARE: MINIMUM - 570,000 MT
MAXIMUM - 725,000 MT

A MINIMUM/MAXIMUM EXISTS BECAUSE THERE WAS INSUFFICIENT INFORMATION AVAILABLE TO ACCURATELY ESTIMATE THE 1973 HARVEST IN UPPER VOLTA. FOR PURPOSES OF MAKING ALLOCATIONS OF PRESENT STOCKS, AND PLANNING U.S. GOVERNMENT CONTRIBUTIONS, WE HAVE TAKEN THE MEDIAN OF 650,000 MT OF FOOD AID AS THE NET, NEW REQUIREMENTS TO BE MET FOR THE PERIOD THROUGH SEPTEMBER 30, 1974. THE FAO MISSION DEFINES QUOTE IMPORTS ON SPECIAL CONDITIONS UNQUOTE AS GRAIN SOLD TO THE GOVERNMENT, AND THEN SOLD BY THE GOVERNMENT, OR ITS AGENT, AT A CONCESSIONAL PRICE, TO URBAN POPULATIONS NOT DIRECTLY AFFECTED BY THE DROUGHT. IT IS SUGGESTED BY THE FAO MISSION THAT DONORS CONSIDER QUOTE EXPORTING GRAIN TO THOSE COUNTRIES ON SPECIAL CONDITIONS WHICH SHOULD MATCH THE PURCHASING POWER OF THE CONSUMERS UNQUOTE. THE RECENT APPEAL BY THE SYG (REFTEL) FOR

450,000 MT OF CEREALS DOES NOT INCLUDE THE QUOTE IMPORTS UNDER SPECIAL CONDITIONS UNQUOTE

10. AT THIS TIME, AND IN RESPONSE TO THE RECENT APPEAL OF THE SEC GEN AND DIR GEN OF FAO, THE U.S. GOVERNMENT IS MAKING A NEW ALLOCATION OF 150,000 MT OF SORGHUM FOR THE SAHEL REGION. THIS GRAIN WILL ASSIST IN MEETING THE NET NEW FOOD REQUIREMENTS IN THE YEAR AHEAD. ALL OF THE GRAIN WILL BE DONATED TO THE RESPECTIVE GOVERNMENTS. THE GOVERN-

MENTS WILL BE PERMITTED TO SELL THE GRAIN AT THE GOING MARKET PRICE AFTER INSURING TO THE SATISFACTION OF OUR EMBASSY/ADO THAT THOSE WHO ARE IN NEED AND UNABLE TO BUY GRAIN RECEIVE IT FREE. PROCEEDS FROM THE SALE OF GRAIN MAY BE USED TO DEFRAY THE GRAIN'S TRANSPORTATION COSTS IN-COUNTRY, AND FOR DROUGHT RELIEF, RECOVERY AND REHABILITATION-RELATED PROJECTS. IT IS POSSIBLE THAT SOME OF THE GRAIN WILL BE CHANNELLED THROUGH WFP OR U.S. VOLUNTARY AGENCY FOOD-FOR-WORK PROGRAMS, SHOULD DROUGHT RELATED UNCLASSIFIED

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PROGRAMS BE DEVELOPED. IT IS ALSO POSSIBLE, SHOULD FOOD SUPPLEMENTS BE AVAILABLE AND EMBASSIES/ADOS SO REQUEST, THAT SOME FOOD SUPPLEMENTS WOULD BE INTERCHANGED FOR SORGHUM.

11. ACTION REQUESTED. ADDRESSEE POSTS IN THE MAJOR DONOR NATIONS OF 1973, EUROPEAN COMMUNITY, FRANCE, GERMANY, AND CANADA ARE REQUESTED TO BRING TO THE ATTENTION OF THE APPROPRIATE OFFICIALS CONCERNED WITH THE DROUGHT IN THEIR COUNTRY THE U.S. GOVERNMENT'S NEW ALLOCATION IN RESPONSE TO THE UN-FAO APPEAL. WE ARE INTERESTED IN KNOWING AS SOON AS POSSIBLE WHAT PLANS EACH OF THE DONOR GOVERNMENTS HAS FOR NEW COMMITMENTS/PLEDGES TO MEET THE NEEDS OF THE SAHEL, AND WHEN THEY PROPOSE TO SHIP THESE PLEDGES. FURTHER, THE FAO MISSION SUMMARY AND COUNTRY REPORTS, AND EXPERIENCES OF ALL DONORS IN 1973, POINT TO THE NEED FOR ARRANGING TRANSPORT IN CONJUNCTION WITH SHIPMENTS OF OTHER DONORS AND IN A REGULAR FASHION IN ORDER TO AVOID PORT CONGESTION AND TO INSURE MAXIMUM EFFECTIVENESS IN MOVING THE GRAIN UP-COUNTRY. THE FAO COORDINATED SCHEDULING OF DONOR SHIPMENTS LAST YEAR AND WE TRUST THEY WILL DO SO AGAIN. AS WE DID IN PAST YEAR, THE U.S. GOVERNMENT WILL CONTINUE TO SEND REGULAR CABLES GIVING DETAILED SHIPPING INFORMATION FOR AMERICAN GRAIN SHIPMENTS. WE WOULD HOPE THE OTHER DONOR NATIONS WOULD THIS YEAR ATTEMPT TO INFORM DONORS OF THEIR SHIPPING PLANS ON A REGULAR BASIS THROUGH THE FAO.

12. THROUGH EARLY COMMITMENT, PLANNING, AND SHIPMENT OF FOOD AID FOR THE SAHEL THE U.S. GOVERNMENT IS HOPEFUL WE, AND OTHER DONORS, WILL BE ABLE TO PRE-POSITION SUFFICIENT

STOCKS IN AREAS THAT ARE NORMALLY CUT OFF DURING THE RAINY SEASON TO SUBSTANTIALLY REDUCE (IF NOT ELIMINATE) THE NEED FOR AIRLIFT OF FOOD DURING THE COMING SUMMER. ONLY WITH COOPERATION AMONGST ALL DONORS, HOWEVER, IS THERE A POSSIBILITY OF ACHIEVING THIS GOAL.

13. FOR ROME. DR. ADAMS WILL BE MEETING WITH DR. BOERMA ON FRIDAY, DECEMBER 7, AND WILL DISCUSS THE SUBSTANCE OF U.S. ASSISTANCE TO THE SAHEL IN FURTHER DETAIL AT THAT

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TIME. BRIEFING INFORMATION WILL BE IN SEPTTEL.

14. FOR PARIS AND BRUSSELS. DON BROWN, AA/AFR, WILL BE MEETING AT THE HIGHEST LEVELS WITH REPRESENTATIVES OF FAC AND FED IN THE NEAR FUTURE. HE WILL BE EXPRESSING TO THEM OUR SENSE OF URGENCY AND BELIEF THAT THE TIME TO FOCUS ON NEXT YEAR'S NEEDS IS IMMINENT. TO DELAY DECISIONS WHICH ARE TO A LARGE EXTENT PRE-ORDAINED, THE NEED TO SHIP QUANTITIES OF FOODGRAINS AND PROTECTIVE FOODS, FOR EXAMPLE, IS NOT PRODUCTIVE AND MAY BE HARMFUL IN THAT ALTERNATIVE INEFFICIENT AND COSTLY METHODS OF DELIVERY (I.E., AIRLIFT) MAY BE REQUIRED.

15. THE COUNTRIES RECEIVING THE NEW ALLOCATION OF U.S. GRAIN HAVE BEEN NOTIFIED. FURTHER CABLES ON THE SUBJECT OF PRICING POLICIES FOR U.S. GOVERNMENT DONATED GRAIN, USE OF LOCAL CURRENCY GENERATED BY SALES, STORAGE, TRANSPORTATION, AND OTHER ITEMS WILL FOLLOW. ADDRESSEE POSTS HAVE BEEN POUCHED COPIES OF THE FAO MISSION SUMMARY AND COUNTRY REPORTS. KISSINGER

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<< END OF DOCUMENT >>

Message Attributes

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Disposition Approved on Date:
Disposition Authority: n/a
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Disposition Event:
Disposition History: n/a
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LONDON
PARIS
BRUSSELS
BONN
ROME
USUN N Y

GENEVA
EC BRUSSELS INFO ADDIS ABABA
WELLINGTON
MONROVIA
OUAGADOUGOU
ACCRA
NIAMEY
NOUAKCHOTT
DAKAR
HONG KONG
BANJUL
BAMAKO
NDJAMENA
YAOUNDE
LAGOS
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